

REPORT TO MAYOR AND COUNCIL NO. 84-139

TO THE HONORABLE MAYOR AND COUNCIL

DATE: March 20, 1984

SUBJECT: SENIOR CENTER NUTRITION PROGRAM

REPORT IN BRIEF

In the original Report to Council of April 7, 1981, at which time the Council was considering a Senior Multi-purpose Center, it was indicated that an important aspect of such a program was a food or nutrition program for seniors. During the past year staff has been working towards determining the best way to implement the food program. Presently there is a nutrition program operating out of the First United Methodist Church on Old San Francisco Road. Staff has been in contact with the Methodist Church in hopes that they would consider operating a nutrition program at the Adair facility on an extension or satellite basis. The church has indicated they are not capable of doing this. (Appendix A is correspondence with the Methodist Church.) Staff has explored the possibility of a nutrition program in cooperation with the DeAnza College Food Service Training Program. The college would train students and supervise food preparation. The City will need to employ a food site manager, subsidize meals by approximately 50¢ per meal, as well as provide the facility and equipment for the program. This would result in a charge of \$1.00 per meal to seniors.

BACKGROUND

Originally, in considering the Multi-purpose Senior Center concept, it was pointed out that a component of the Multi-purpose Senior Center was a nutrition program. In the 1982-83 budget, City Council authorized funds to modify and convert the Adair facility into a Multi-purpose Senior Center. The facility should open approximately April, 1984. During the past year staff has continued to explore ways to provide a nutrition program at the Adair site. It has become apparent that the alternatives for a food program are:

1. Relocation of the Sunnyvale Methodist Church Nutrition Program;
2. Cooperate with DeAnza College establishing a food program; and
3. The City undertake the total operation of a food program, totally funded by the City.
4. Do not provide a nutrition program at this time.

DISCUSSION

The importance of good nutrition to the maintenance of the biological, psychological and spiritual systems of older people cannot be overstressed. Unfortunately the incomes of many older people are such that malnutrition is high among this group. Other common causes of poor nutrition among older adults in our community include living alone,

bereavement, loss of teeth, difficulty in food shopping, longstanding poor eating habits, lack of exercise and acute or chronic confusion.

On the other side of the coin, the concept of "successful aging" needs to be mentioned since it has a direct relationship to the philosophy of our Multi-purpose Senior Center. "Successful aging" is a term that has recently gained attention and endorsement in the literature of the fields of aging and human development. This concept is concerned with the acceptance of one's personal lifestyle and the development of a sense of personal meaning and fulfillment from that life. Above all, "successful aging" requires the development of well-being in which the aging individual is in personal charge of his or her own activities, lifestyle and health, in which each activity is seen as one part in the larger whole of physical and emotional health.

The Methodist Church program serves 200 meals/day, 5 days/week; records indicate that 1,200 different people participate in this program. The church program is currently at capacity.

According to the 1980 Census there are currently 13,880 adults over the age of 60 who reside in the City of Sunnyvale. This number represents 10 percent of the total population of older adults (60+) in Santa Clara County. Specific demographic characteristics of this population which are worthy of mention include:

- a. Thirteen percent of the senior population in Sunnyvale (age 65 and over) are in ethnic minority groups. The largest of these groups are Hispanics (7.3%) and Asian/Pacific Islanders (5%).
- b. Twenty percent of the senior population in Sunnyvale live alone.
- c. Twenty-four percent of the senior population in Sunnyvale are age 75 and older.

According to the census tracts, the Washington and Murphy areas contain a high concentration of older adults (60+). There are approximately 3,500 people in these areas. The Multi-purpose Senior Center is in the Washington area and has the potential of serving a different segment of the older adult population than the Methodist Church program.

It has become apparent that more than just the serving of meals is needed in the Sunnyvale Multi-purpose Senior Center. A nutrition program with diverse components is needed if we are to be consistent with our general philosophy of coordinating a facility with programs and services that enable people to live with dignity and continued growth and development. This comprehensive type of programming will also enable us to reach out to the community more than we have in the past. Below is an outline of the nutrition program and related services designed for the Sunnyvale Multi-purpose Senior Center. The related services (Nos. II through IV below) would be offered in conjunction with a number of community agencies, organizations and volunteers and would not result in an increase in budgetary considerations.

## Nutrition Program

- I. Meal Program
- II. Classes
  - Consumer Education
  - Nutrition and Health
  - Health and Wellness
  - Activity and Exercise
- III. Professional Counseling
  - Special Dietary Needs
  - Menu Planning
- IV. Peer Outreach
  - Identification of Homebound Adults
  - Visitations
  - Information and Referral

St. Thomas' Episcopal Church is presently offering a free food program for needy individuals in the community. The church has been involved in the program for 6 months and is presently serving approximately 50 people a day, Monday, Wednesday and Friday. To date they have been able to generate all the necessary volunteers and food donations to operate this program. The church provides the facilities and utilities. The church has indicated a possible interest in relocating the program to the Adair site and expanding it to include seniors, but they want to continue to open the program to anyone who is in need of a meal. They would not be interested in involvement in the program if it were limited to seniors. If the City were to work with St. Thomas' Church, most likely there would also be some additional costs to the City for a site manager.

In an attempt to address the City's current Human Service Policy as it relates to the City's role as a coordinator and facilitator of human services, staff has explored several alternatives to offering a nutrition program at the Multi-purpose Senior Center.

## Alternative Nutrition Programs

### I. Santa Clara County-Sunnyvale Methodist Church Nutrition Program

The Santa Clara County-Sunnyvale Methodist Church Nutrition Program is one of the 12 nutrition programs funded by Federal (Older Americans Act) and County money in Santa Clara County. Refer to Appendix B for a list of these programs. These programs were initially funded by Older American Act funds and were supplemented by additional County funding and City-matched funds or in-kind services. The federal grants are awarded to the Area Agencies on Aging. In our County this agency is the Santa Clara County Council on Aging. This money is then transferred to the Santa Clara County Department of Social Services which becomes the fiscal manager of these funds.

These existing nutrition sites will continue to be funded as long as federal and county money exists for this purpose. A commitment to continue operation of these sites is

very strong. The County does not have any additional money to open new sites and there does not seem to be any indication that there will be an increase in federal funding.

During the past year there have been a number of conversations between representatives of the Nutrition Program at the Sunnyvale Methodist Church and the County relative to whether they would be interested in moving the program to the Adair site. Most recently staff contacted the Methodist Church in writing, asking them to operate the nutrition program at the Adair facility on an extended or satellite basis. The City offered a number of ways it would assist with the program. Three different contacts were made but the Methodist Church insists that it cannot take on the additional responsibilities of a food program at Adair. It is staff's opinion that seniors and providers of the program would not like to see it relocated, most likely because of convenience and satisfaction with the program in its present location.

In addition, County representatives indicated that it would not be practical or feasible to serve one-half of the meals at the Methodist Church and one-half of the meals at the Multi-purpose Senior Center. In the County's perspective this would result in an additional site. Because of the funding issue discussed above and current staffing levels (site manager and dieticians), it is not possible to fund an additional site.

The County is pleased with the quality of operation and management of the nutrition program at the Methodist Church and perceives no need to move the program.

If the City of Sunnyvale desires to move the nutrition program from the Methodist Church to the Multi-purpose Senior Center the following process would be followed:

- a. Contact Richard O'Neal, Director, Santa Clara County Department of Social Services to discuss this issue. (Staff has been in contact with Jean Grevois and Bruce Pardella who are County staff involved with nutrition programs). It is important to note that the County is pleased with the present location and operation of the nutrition program.
  - b. Richard O'Neal would make a recommendation (if interested) to the County Board of Supervisors.
  - c. County Board of Supervisors would make a recommendation (if positive) to the Council on Aging.
  - d. Council on Aging would make the final decision.
2. DeAnza College Food Service Training Program

This alternative has been explored at length with DeAnza College. DeAnza College is developing a Food Service training program for its disabled students. They are looking for a facility to implement their program. Staff met with the Coordinator of this program and discussed the feasibility of their program operating out of the Senior Center and serving meals for older adults in our community. The City's role in this type of program would be to plan the meals, obtain/purchase food, and provide a fully equipped kitchen and kitchen manager. DeAnza College would provide supervision and instruction for students in food preparation, serving and clean-up. Please refer to Appendix C for a description of the training program

Since 1975 DeAnza College has carried out its mission of training and placing disabled adults into entry level employment in northern Santa Clara County. During the past eight years they have seen the job market in this valley change from a production/assembly orientation to a highly technical arena demanding skills and expertise beyond the level of their clientele.

As a group the disabled adults they serve lack marketable job skills. Most of these adults have limited academic potential which prohibits them from participating in other job training programs in the community. In addition, a large percentage of this group has had little or no exposure to the working world.

Realizing that their students lack the ability to work in the "high tech" industries which represent the major source of employment in the years to come, they decided to develop a food service training program in conjunction with the City of Sunnyvale Older Adult Nutrition Program. Currently there are no food service training programs available in this geographical area which are designed to train and job place disabled adults, particularly those with limited academic skills. This project would serve a dual purpose; it would provide entry level job training for their students and supply a nutritious lunch for older citizens in the community. This cooperative project is unique in that it serves two diverse populations simultaneously.

Studies of current labor market surveys for Santa Clara County indicate that the areas of manufacturing and services will account for more than seventy percent of total employment increases in the county for all industries between 1980 and 1985. Unfortunately, the majority of jobs in the manufacturing areas will require skills beyond the reach of the population they serve. However, in the area of services, projections indicate that jobs in the food service industry will increase faster than the average for all industries. In addition, occupations in the service industry have good resistance to cyclical slowdowns which assure them of steady growth through 1985 and beyond. Training in the food service area is ideal in that it provides "on the job" experience and benefits both the minimally skilled as well as the highly trainable student.

The primary goal of this program is to train and place disabled students into entry level employment in the food service industry. Specifically they plan:

- To teach the fundamental skills and attitudes associated with the preparation and service of food.
- To teach the necessary related subject matter pertaining to food preparation.
- To teach safe methods of work performance.
- To teach the value of orderliness and preplanning.
- To teach accuracy and the use of standards in production
- To develop through the use of demonstration and practice an understanding of the use and care of equipment.
- To develop an appreciation of sanitation and hygiene, as both personal and public trusts.
- To provide an overview of the food service industry including career information and placement.

They expect to enroll ten to fifteen students each quarter. With the assistance of their industrial advisory board, the expectation is to job place a minimum of seventy percent of their trainees. Length of training is estimated to be from three to sixmo

nths, possibly longer, depending on individual learning abilities. Settings in which they expect their graduates to work include the kitchens of hotels, hospitals, schools, restaurants, convalescent homes, department stores, and private catering companies. They do not plan to place their students within the "fast food" segment of the industry. Their research and placement experience indicates that a large commercial kitchen setting would be best for their students; the jobs tend to be more structured, the hours, pay, and benefits better than in the fast food market. The anticipated starting salary range for their graduates is between four and six dollars per hour. They expect that most of their graduates will begin their commercial employment in the areas of basic food preparation, bussing, and potwashing, and will work their way up the career ladder to the limit of their potential.

This food service training program would be a cooperative venture with the City of Sunnyvale Older Adult Nutrition Program. They would be using the kitchen in the new Sunnyvale Multi-purpose Senior Center which is currently slated to open approximately in April 1984. The disabled students would be referred to DeAnza College by outside agencies. All students would need to meet certain criteria and undergo a diagnostic evaluation given by DeAnza College staff. The students would receive on the job training in a commercial kitchen setting, similar to one in which they might be working when employed. The program will operate four days per week, six hours per day, Under supervision, the students will prepare and serve hot lunches for fifty seniors daily. DeAnza College will provide one instructor and one instructional associate to supervise, train and place ten to fifteen students per quarter in the program. In addition, DeAnza College will be responsible for providing all instructional materials.

The City of Sunnyvale will be responsible for:

- . Management of the kitchen.
- . Monitoring and ordering food, supplies, etc.
- . Purchasing kitchen utensils and equipment.
- . Maintenance of kitchen equipment.
- . Dining room setup and cleanup.
- . Menu planning.

Job training would be provided by DeAnza staff in these specific areas:

- . Safety
- . Sanitation
- . Culinary terms
- . Weights and Measurements
- . Kitchen and dishroom operations
- . Food preparation
- . Cooking
- . Bussing
- . Cleanup

In addition, they will teach students job seeking skills and provide them with career information pertaining to the food service industry. The DeAnza instructor will assist students to obtain jobs within the community and will provide follow-up services to job placed students.

They will also provide related curriculum activities such as:

- . Field trips to various food purveyors.
- . Demonstrations by visiting chefs and skilled persons from the food industry.
- . Educational films about food preparation and related subjects.

This joint program, if approved, would probably begin in June. The intent is to start small during the first year of operation of the Senior Center. We would begin serving 50 meals and increase up to 100 during the first year. This program would be conducted 4 days a week. If current older adult volunteers who operate the Salad Toss program desire to continue and offer this program at the Senior Center, this program will be offered one day a week.

DeAnza College has applied for and received JTPA funds for this program through the City of Sunnyvale's Employment Development Department. This funding will be used to support the training and job placement functions of this program.

In exploring this joint program many resources in the community were identified that would be helpful in the planning and implementation of this program. Please refer to Appendix E for a list of these resources.

#### Staffing

As a result of investigating other nutrition programs in the area, it has been determined that relying on volunteers to plan meals, order food and supplies, monitor inventory and manage kitchen workers and servers is not an effective or reliable alternative. A paid staff position is necessary for the successful operation of the program. Refer to Appendix D for job descriptions for site managers.

Staff has contacted Sunnyvale Community Services to determine their interest in hiring and supervising a site manager if funds were granted to their organization from the City. It was determined that they would be interested in discussing this program and possible involvement in more depth.

Site Manager - 30 hrs/week \$6.00/hr. Approximately \$10,000-\$15,000

The cost savings to the City due to student labor in the kitchen averages out to approximately \$30,000. This reflects minimum wage salary for three kitchen helpers if there were no student labor in the kitchen.

#### Cost of Meals

The estimate of \$1.50/meal is what the First United Methodist Church uses for their program. It is important to note that their staff and site manager carefully watch for sales and special prices in order to serve meals at this low cost. Some savings could be obtained by participating in the Surplus Food Commodity Program (U.S. Dept. of Education). After further investigation we would not be eligible (under current regulations) to apply until 6 months after the operation of the program. In addition, it may be difficult to apply since a nutrition program already exists in Sunnyvale.

<u>No. of Meals \$1.50/meal</u>	<u># Days</u>	<u>Cost/Wk</u>	<u>Cost/Yr. 48 Weeks</u>	<u>Revenue \$1.00/Person</u>	<u>Difference - Revenue</u>
25	4	\$ 150.00	\$ 7,200.00	\$ 4,800.00	\$ 2,400.00
50	4	300.00	14,400.00	9,600.00	4,800.00
75	4	450.00	21,600.00	14,400.00	7,200.00
100	5	750.00	36,000.00	24,000.00	12,000.00
150	5	1,125.00	54,000.00	36,000.00	18,000.00
200	5	1,500.00	72,000.00	48,000.00	24,000.00

If these alternatives were taken, staff is suggesting that we start by offering 50-100 meals per day, 4 days per week, and charge \$1.00 per meal. This would result in the City subsidizing 50¢ per meal or \$12,000 per year for food.

#### Benefits of a Program:

- The Multi-purpose Senior Center has the potential of serving a different segment of the older adult population than the Methodist Church program due to relocation of the Center.
- The nutrition program would encourage older adults to visit the Center and perhaps participate in programs and services in addition to a meal program.
- Students would be trained in a commercial kitchen setting similar to one they would be working in when they obtain employment.
- Students would be trained in a "growth" occupation. Labor Department Research indicates that the food service industry will remain one of the nation's largest employers during the 1980's. Job opportunities will continue to grow at an above average rate than for other industries (Food Service Monthly, April, 1983).
- The community would be able to see disabled students in a positive, productive role.

### 3. Totally City-sponsored Meal Program

The third possibility is to undertake the operation of a Senior Nutrition Program sponsored and funded by the City. Staff has not explored this possibility because it is contrary to the City's Human Service Policy. If this alternative is to be considered, it is estimated it would cost between \$50,000 to \$75,000 per year. This estimated cost may include:

Site Manager	\$15,000
Kitchen Staff	30,000
Food	12,000
Supplies	5,000



### PUBLIC CONTACT

This item has been advertised as a part of the agenda in the local newspapers. The concept of a nutrition program as a part of the Multi-purpose Senior Center at the Adair site has been deemed necessary since the inception of this facility and is supported by the Senior Coordinating Council and the Parks and Recreation Commission. The Parks and Recreation Commission, at its meeting of March 14, 1984, voted to support staff's recommendation (No. 1) to City Council. The Sunnyvale Senior Coordinating Council, at its meeting of March 7, 1984, voted to support staff's recommendation (No. 1) to City Council.

### FISCAL IMPLICATIONS

In keeping with the City's Human Service Policy, the best approach for a nutrition program would have been for the Methodist Church to operate the program on an extended or satellite basis, however, the Church and the County are not able to finance and staff this requested addition to the existing program. If there is to be a nutrition program at the Multi-purpose Senior Center within the next year, it would appear the best possibility would be to cooperate with the DeAnza College Food Service Training Program, operated by DeAnza College. This would require the City to fund a part time food site manager, 30 hours a week, at the rate of \$6.00 an hour, or approximately \$10,000-\$15,000 per year. It is anticipated in order to offer 50-100 meals for which a fee of \$1.50 would be charged, would necessitate subsidizing the program by an additional 50¢, for a total of \$12,000.00 per year. All the other services of the facility are already provided for in the existing Senior Center budget. Insofar as the Methodist Church is not willing to operate a program at the Adair facility, the City should apply to Santa Clara County for funding which might be in competition with the Methodist Church.

Presently the City is contributing \$10,000.00 a year to the Sunnyvale Methodist Church in order to provide for additional meals to be served above and beyond what they are funded for by Santa Clara County. Consideration could be given to divert these funds back to the City, offsetting the subsidy of the program. If this were done, it would cost the City approximately \$17,000.00 a year to provide 50-100 meals a day, 4 days a week, 48 weeks a year.

### ALTERNATIVE COURSES OF ACTION

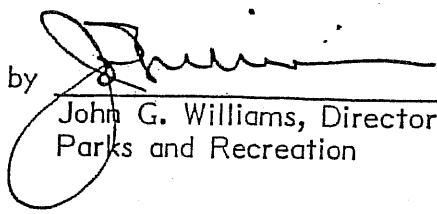
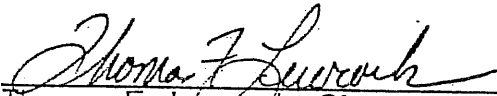
1. City cooperate with the DeAnza College Food Service Program and offer a meals program for seniors at the Adair site. The City would fund a food service manager for approximately \$15,000 and \$12,000 in food costs, per year, for a total of \$27,000. DeAnza College would be contributing \$50,000 per year in staff salaries and fringes to train and supervise students in the kitchen. (The \$10,000 presently provided to the Methodist Church could be reallocated to the City's program).
2. Try to relocate the nutrition program from the Sunnyvale Methodist Church to the Adair site.
3. The City undertake the total cost of operating a meals program at the Adair site at the estimated cost of \$35,000-\$50,000.
4. Not offer a nutrition program at this time.

March 20, 1984

RECOMMENDATION

Staff recommends Alternative No. 1 and feels that it addresses the Human Services Policy as it refers to coordination and facilitation of social services within the community. Staff recognizes that the City's involvement in the hiring of a Site Manager may be interpreted as a deviation from the policy, however, no other workable solution has been found. Should the Council choose to move forward with this option, a budget modification including relevant service objectives will be returned shortly.

Prepared by

  
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Thomas F. Lewcock, City Manager

## Appendices:

- A. Correspondence with Methodist Church
- B. List of Nutrition Programs in Santa Clara County
- C. Training Program Description
- D. Job Descriptions for Site Manager
- E. List of Community Resources